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ABSTRACT

This policy memorandum provides a summary of what is known about voluntary activity in the United States in general and in Job Training Partnership Act (JTPA) service delivery areas (SDAs) in particular. It suggests possible short- and long-term policy strategies that might be used to increase the effectiveness of voluntary service in JTPA programs. The issue analysis is based on a review of literature and informal discussions with officials of national agencies and associations. The report is organized in four sections. Section I discusses briefly why the use of volunteers is important. Section II presents what is known about the numbers and characteristics of volunteers nationwide. Section III reviews experience to date with volunteers in employment-related programs in order to determine the types of services typically delivered by volunteers, the sources of volunteers, the potential costs involved in using volunteers, and possible barriers to their use. Section IV recommends possible policy alternatives for the U.S. Department of Labor's Employment and Training Administration to consider in promoting the use of volunteers in JTPA. Some of the conclusions reached by the study are that about half of U.S. citizens volunteer, with more women than men involved, that volunteers average 5 hours of service per week, and that it is important to provide training and request a time commitment in order to make the best use of volunteer help. The document includes 26 references and a list of discussants. (KC)

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URBAN INSTITUTE POLICY MEMORANDUM

THE POTENTIAL ROLE OF VOLUNTARISM IN JTPA

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POLICY MEMORANDUM

To assess the potential impact of using volunteers to increase the services provided by JTPA programs, the Employment and Training Administration of the U.S. Department of Labor requested this review of the literature and a set of informal interviews with individuals representing national agencies, associations, and selected SDAs. The results of the study are essentially qualitative, and thus cannot provide definitive evidence on the best uses of volunteers. They do, however, provide suggestive answers to several important policy questions, and lead to a set of recommendations for the Department's consideration in exploring the advantages of a volunteer strategy further.

HOW LARGE IS THE POOL OF VOLUNTEERS FROM WHICH JTPA/SDAs COULD REALISTICALLY DRAW?

An estimated 80 million Americans did volunteer work in 1987, working an average of 5 hours a week.

Nearly half of the adult population volunteers. The total annual value of their volunteered time is estimated at $150 million. The proportion who volunteer has been steadily increasing over the last 25 years. About 16 percent of adults volunteered their services in 1965.

WHO VOLUNTEERS?

About 45 percent of both men and women volunteer. The majority are women (54 percent), white (94 percent), and between 35 and 64 years of age (54 percent). However, about 15 percent of all volunteers now are senior citizens aged 65 or older.

Volunteers in programs specifically serving the disadvantaged are even more likely to be women. The amounts of time volunteered averages 5-6 hours a week, with blacks and seniors working slightly more hours than other groups.

IN WHICH JTPA SERVICE AREAS ARE VOLUNTEERS MOST LIKELY TO BE QUALIFIED TO HELP?

Serving as mentors, literacy tutoring, and managerial/administrative assistance are the most promising areas for volunteer involvement in JTPA.

The use of mentors in employment-related programs for youth and teen parents is increasing, and represents the most promising use of volunteers for local JTPA programs, particularly for young enrollees. This reflects concern from all sectors that adults should become more involved as role models for young people. The concept is not new and there is a variety of current experience on which to draw. The proliferation of groups like Concerned Black Men indicates a growing recognition of the importance of positive role models for disadvantaged black youth. The role of mentors may be informal (businesses assign employees as mentors to their summer youth), indirect (teen parent programs assign career mentors that follow the client through JTPA training and employment), or formal and direct (citywide campaigns to recruit mentors for JTPA clients).

In recent years the media and various organizations have encouraged individuals to volunteer as literacy tutors and the response has been enthusiastic. There could be as many as 200,000 volunteers already working in literacy programs, serving about 150,000 students a year. Although SDAs are not likely to engage large numbers of literacy tutors, many JTPA participants might be served by volunteer programs through service contractors that use volunteers, including the public adult basic education (ABE) programs.

There is an important potential role in JTPA for volunteers from the business community, as sources of expertise and talent for meeting specific management needs, such as technical guidance on computerization, public relations and media campaigns. Many SDAs also use seniors for office functions. But the number of office volunteers is strictly limited because of concerns about job substitution, supervisory costs, and turnover.

WHAT ARE THE MOST PROMISING SOURCES FOR VOLUNTEERS FOR SDAS?

The business community or workplace and community organizations have proven to be the best sources of volunteers. To reach these sources, marketing and media solicitation all yield substantial numbers of volunteers.

Over 600 major corporations sponsor structured activities to involve employees in voluntary community service. The most common business volunteer activities are low-risk, low-impact activities, like sponsoring youth organizations and cultural activities. A common source of business volunteers for JTPA is individual networking by PIC/SDA directors, PIC members, and their personal contacts in the community.

About 40 percent of all volunteers get involved through an organization with which they are affiliated. Religious groups, labor unions, fraternal organizations, and students themselves are all considered valuable sources of volunteers.

The most visible way to recruit are widespread campaigns through the national media. The response to these media campaigns is great. The literacy initiatives of the 1980s, in particular, have recruited tens of thousands of volunteers through these means.

HOW CAN THE EFFECTIVENESS OF VOLUNTEERS BE MAXIMIZED?

The time commitment expected of volunteers must be made clear in advance.

Special efforts may be needed to assure that volunteers will adhere to performance standards.

For JTPA purposes, it is preferable to target volunteer recruitment efforts to specific audiences (e.g., business and professional persons to serve as career mentors), rather than depending on broad-based media campaigns.

Literacy tutors are most effective when used as a supplement to regular school for elementary and secondary students or for adults with no reading ability; they are less effective at remediating adults with higher functional levels (e.g., those reading at the fifth or sixth grade level).

Administrative or management volunteers are most appropriately used for specific programmatic purposes (such as designing public relations campaigns or computerization projects) rather than for routine office activities.

WHAT ARE THE COSTS OF USING VOLUNTEERS AND CAN THEY BE REDUCED?

Volunteers involve costs in recruiting, training, supervision, and monitoring. Total cost estimates go as high as $800 per volunteer.

The more selective the organization, the higher the costs of recruiting. Recruiting costs can be reduced by requiring only qualifications that are strictly necessary for the work. National recruitment efforts are more expensive per volunteer than local efforts but result in more educated and experienced volunteers; when deciding on a recruitment strategy, both considerations should be kept in mind. It is more expensive to recruit in rural than in urban areas. Costs can sometimes be reduced by relying on agencies that have already developed recruiting strategies. But such agencies must understand the special requirements of JTPA. Increased labor force participation by women has reduced the number of hours volunteers are typically able to give. But it is better to tailor volunteer work to the time desires of volunteers than to concentrate on volunteers willing to work more hours. Training costs depend on the nature of the work to be performed. Tutors and mentors require anywhere from 4 to 18 hours of training.

ARE THERE INSTITUTIONAL AND LEGAL BARRIERS TO THE USE OF VOLUNTEERS?

Common barriers include employee concern about job displacement and liability concerns. There do not seem to be special legal problems connected with the use of volunteers.

Organizations with collective bargaining agreements must take special care to be sure that positions in the bargaining unit are filled according to agreement provisions. Unions are not against the use of volunteers, but should be consulted to assure that the positions do not displace paid workers.

An organization may be liable for harm caused by or to volunteers. Attorneys should be consulted in such cases to determine responsibility, limit liability, and consider the need for insurance coverage.

WHAT SHORT-TERM STRATEGIES MIGHT ETA CONSIDER TO PROMOTE THE USE OF VOLUNTEERS?

The Department should encourage local SDAs to use volunteers but accompany these promotional efforts with information on effective program models.

Clarify whether JTPA (administration or training) funds can be used for training career mentors. If DOL specifically states that such funds can be used for the purpose, more SDAs might consider the role of mentors.

Particularly encourage volunteering by business people and retired business and union people. The best use of business and union volunteers is as mentors and for special projects (e.g., automation, public relations).

Look for ways to increase minority professionals as career mentors for youth. A first step might be to confer with black representatives of business, professional, church, and academic groups. Concerned Black Men programs now exist in many major cities and representatives could provide DOL with insight on the role of mentors.

WHAT LONGER-TERM RECOMMENDATIONS MIGHT ETA CONSIDER TO PROMOTE THE USE OF VOLUNTEERS?

Promote systematic studies to remedy the serious lack of information about the effectiveness of volunteers. Possibilities include comparing effectiveness of volunteers involved in different activities (e.g. mentors versus tutors), identifying exemplary approaches, identifying characteristics of successful volunteers, finding out whether youth volunteers become adult volunteers, and comparing client outcomes of youth in programs with and without mentors.

Support policies that would increase the future pool of volunteers to serve in employment-related fields. Promising proposals include the community service corps and a federally funded national clearinghouse to collect and disseminate relevant information and provide technical assistance to local programs.

THE POTENTIAL ROLE OF VOLUNTARISM IN JTPA

The Employment and Training Administration (ETA) of the U.S. Department of Labor is interested in assessing the potential for the more effective use of volunteers in programs under the Job Training Partnership Act (JTPA). This Policy Memorandum begins the assessment process by:

- Providing a summary of what is known about voluntary activity in the United States in general, and in JTPA service delivery areas (SDAs) in particular, and
- Suggesting possible short- and long-term policy strategies that ETA might consider to increase the effectiveness of volunteer use in JTPA.

Section I discusses briefly why considering the use of voluntarism is important. Section II presents what is known about the number and characteristics of volunteers nationwide. Section III reviews experience to date with volunteers in employment-related programs for the information it yields on the types of services typically delivered by volunteers, the sources of volunteers, the potential costs involved in using volunteers, and possible barriers to their use. Section IV recommends possible policy alternatives for DOL-ETA to consider in promoting the use of volunteers in JTPA.

Two major sources of information provide the basis for the memorandum:

- A review of the existing literature on volunteers, including available statistics (see Appendix A); and
- Informal discussions with individuals representing national agencies, associations, and selected SDAs (see Appendix B).

In the context of public policy voluntarism can mean the contribution of time, money, or other resources by private individuals for some public purpose. The most common use of the term restricts the definition to the contribution of time without pay. The discussion here uses this definition.

I. POLICY RELEVANCE OF VOLUNTARISM

Voluntarism has become an increasingly important policy issue for two related reasons.

First, declining federal spending on social programs because of the large budget deficit has resulted in government and political officials encouraging the use of private resources to substitute for public resources. This position is reflected in increased emphasis on public-private partnerships, such as the Private Industry Council (PIC) in the Job Training Partnership Act (JTPA), and calls for individuals and communities to assume primary responsibility to help those in need, for example by serving as literacy tutors.

Second, it is becoming increasingly clear that seriously disadvantaged youth, particularly minority youth in urban areas, lack ongoing personal contact with adults who serve as positive role models. Expansion of the Big Brother/Sister and Foster Grandparents programs and the current popularity of mentors reflect this concern.

The new focus on voluntary activities also reflects the traditional American belief that individuals should contribute to the overall well-being of the nation. Service organizations, schools, hospitals, religious groups and other nonprofit entities have historically relied on the voluntary contributions of individuals. In the 1960s, this belief in the positive social value of individual voluntary activity led to establishment of the Peace Corps and Volunteers in Service to America (VISTA). The Neighborhood Youth Corps, the Young Adult Conservation Corps, and Job Corps, particularly in the 1970s, integrated the notion of valuable community service into programs designed to assist economically disadvantaged youth. The youth service concept has been expanded in the 1980s, as many communities have organized youth service corps designed for young people from all walks of life.

The traditional role of volunteers has combined with the unique conditions and problems of the 1980s to spark the current interest in national service. A dozen different bills pending in Congress would encourage or require community service; most are focused on youth, but some would involve broader populations. They range from proposals that would eventually require mandatory service of all citizens (National Service Act, McCain/Porter), to proposals that would expand on the Conservation Corps concept, and several others that would link service to financial aid for higher education or purchase of a home.

II. EXTENT OF VOLUNTARISM

Summary: About 45 percent of all American adults perform some voluntary activities. This represents about 80 million persons. The majority of volunteers are middle-aged white women, and the typical volunteer contributes about five hours per week. More educated persons, senior citizens and blacks volunteer more hours in general than the other volunteers. The most common way people become involved is that someone--an individual or an organization, especially a religious organization--asked them to volunteer.

A. Time Commitment of Volunteers

An estimated 80 million Americans (45.3 percent of adults 18 years or older) volunteered an average of 4.7 hours per week in 1987, according to a survey conducted by the Gallup Organization--the most recent and detailed evidence available. As shown in Table 1, 19.5 billion hours were contributed by volunteers: 14.9 billion of these hours consisted of formal volunteering (specific time commitments to organizations) and 4.7 billion hours were for informal volunteering (helping neighbors or providing assistance on an ad hoc basis to organizations). The value of the 14.9 billion hours of formal volunteer time represented an equivalent of 8.8 million full-time employees at an estimated value of $150 million.

The weekly time commitments made by volunteers in the 12 months prior to the Gallup survey as shown in Table 2. Twelve percent of all respondents and 26.7 percent of persons who reported volunteering volunteered five hours or more per week in 1987. Thirteen percent of the population (28 percent of those who volunteered) gave an average of less than one hour per week; 8 percent of the population (17 percent of volunteers) gave between one and two hours; 7 percent (14 percent of volunteers) gave between two and three hours; 4 percent (8 percent of volunteers) gave between three and four hours; and 3 percent (6 percent of volunteers) gave between four and five hours.

TABLE 1

VOLUNTEERS: NUMBER, HOURS, AND DOLLAR VALUE IN 1987

	Volunteer indicator
Civilian noninstitutional population 18 years old or older (March 1988, in million)	176.7
Volunteers (percentage of population)	45.3
Volunteers (in millions)	80.0
Average weekly hours per volunteer	4.7
Average annual hours per volunteer	244.4
Annual hours volunteered (in millions)	19,552.0
Annual hours volunteered, excluding informal volunteering (in millions)	14,890.7
Full time equivalent employment, excluding informal volunteering, at 1,700 hours per year per employee (in thousands)	8,759.0
Assigned dollar value, excluding informal volunteering, at $10.06 per hour (in billions of dollars)	149.8

Note: The average hourly wage for nonagricultural workers in 1987 as published in the Economic Report of the President increased by 12 percent to estimate fringe benefits.

Source: "Giving and Volunteering in the United States." Survey conducted by The Gallup Organization for Independent Sector. 1988 Edition.

TABLE 2

DISTRIBUTION OF POPULATION BY HOURS VOLUNTEERED IN 1987

Hours Volunteered per Week	Percent Volunteering in 1987	
	All Respondents	Volunteers
0 or no answer to hours	54.7	NA
Less than 1	12.6	27.8
1-1.99	7.9	17.4
2-2.99	6.5	14.3
3-3.99	3.5	7.7
4-4.99	2.7	6.0
5 or more	12.1	26.7
TOTAL	100.0	100.0

Note: Includes both formal and informal volunteering.
Totals may not add to 100 because of rounding.

Source: "Giving and Volunteering in the United States." Survey conducted by The Gallup Organization for Independent Sector. 1988 Edition.

Results from two earlier surveys provide supporting evidence of changes in volunteer activity over time. A 1965 Bureau of Labor Statistics (BLS) survey showed that 16 percent of persons over age 14 contributed volunteer labor in the 12 months prior to that survey. (The survey was conducted during the week of November 7-13, 1965). BLS estimated that volunteers in their survey constituted the rough equivalent of a full-time work force of 900,000 persons during the week of November 7-13, 1965. The average weekly time commitment made by volunteers in the BLS survey was 5.6 hours. For comparison, a 1981 Gallup survey found close to 30 percent of the population 18 years or older engaged in volunteer work in 1981, and of those who volunteered 60 percent averaged between 1 and 7 hours per week. Although these data provide some evidence that the adult volunteer rate has increased considerably since 1965, the numerical estimates should be used with caution, since they are obtained from different studies and surveys that are not necessarily comparable.

The characteristics of the volunteer pool have also changed in the last 25 years. A National Commission for Employment Policy (NCEP) report, based on data from the National Longitudinal Surveys of Mature Men and Mature Women, noted two major changes.

First, the increase was more rapid for men than for women. The rate of voluntarism among women increased from 21 percent in 1965 to 28 percent in 1981. The rate among men increased from 14.9 percent to 30 percent. Second, the rate at which older persons volunteered increased substantially, from 10.7 percent in 1965 to 19 percent in 1981. These changes reflect both the increased participation of women in the labor force

(reducing their time available to contribute to volunteer activities) and the aging of the population (increasing the availability of older persons as a volunteer resource).[1]

B. Reasons for Volunteering

Contacts with other people are the typical means through which people learn about where they can volunteer. As summarized for 1987 in Table 3, the most common ways in which volunteers learn about volunteer activities is by being asked to volunteer by someone (40.4 percent of respondents), participation in an organization (39.3 percent) and hearing that a family member or friend benefited from the activity performed by the volunteer (27.6 percent). Less typical means of learning about a voluntary activity are individual efforts in seeking an activity on his/her own (19.2 percent) and responding to an advertised announcement of need for volunteers (5.3 percent).[2] Persons volunteer their time for various reasons. Table 4 shows the most common reasons for continuing volunteer activities in 1987 as wanting to do something useful (55.5 percent), enjoying the work (35.4 percent), having an interest in the activity (29.7 percent), and helping a relative or friend (25.4 percent). Less important reasons for volunteering include gaining job experience (6.3 percent), having a lot of free time (6.1 percent), and having benefited from the activity previously (5.8 percent).

1/ The aging of the population also increases the number and proportion of volunteers who are older. Earlier retirement and improved pensions and social security probably also increase the rate at which older persons volunteer.

2/ An exception to this may be in the literacy area where recent publicity has boosted volunteer recruitment.

TABLE 3

HOW VOLUNTEERS LEARNED ABOUT THEIR ACTIVITIES

Means of Learning About Activities	Percentage of Volunteers
Asked by Someone	40.4
Family Member of Friend Benefitted from Activity	27.6
Through Participation in an Organization	39.3
Saw an Advertisement	5.3
Sought an Activity on my Own	19.2
Other	1.1
Don't Know	4.9

Note: Data from the 45 percent of respondents who volunteered formally or informally in the year preceeding March, 1988. Respondents could give multiple responses.

Source: "Giving and Volunteering in the United States." Survey conducted by The Gallup Organization for Independent Sector. 1988 Edition.

TABLE 4

REASONS FOR CONTINUING TO VOLUNTEER

Reason:	Percentage of Volunteers
Enjoy Doing the Work	35.4
Like Doing Something Useful	55.5
Getting Job Experience	6.3
Work Helps a Relative or Friend	25.4
Religious Concerns	24.2
Have a Lot of Free Time	6.1
Interest in the Activity	29.7
Previously Benefitted from the Activity	5.8
Other	4.2
Don't Know	5.3

Note: Data from the 45 percent of respondents who volunteered formally or informally in the twelve months preceeding March, 1988. Respondents could give multiple response.

Source: "Giving and Volunteering in the United States." Survey conducted by The Gallup Organization for Independent Sector. 1988 Edition.

C. Types of Voluntary Activity

Volunteers contribute their efforts to many different types of organizations ranging from the arts and humanities to community action or international causes. Table 5 lists the various types of organizations in which volunteers contributed their time in 1987. Most common are religious organizations, informal volunteer situations, and education. Health, recreation, civic, social and fraternal organizations, as well as social services and welfare, are also relatively common areas of volunteer activity, as reported by volunteers.

Voluntary service falls into three categories: executive, administrative and clerical, and direct service. The "Jobs" column in Table 6 illustrates the enormous range of ways in which volunteers can contribute to an organization--from driver to office worker to Board member.

Literacy volunteers represent a particularly strong and growing contingent of the volunteer workforce in this country. In 1987-88, over 120,000 volunteers were engaged in literacy activities with the two major national literacy organizations--Literacy Volunteers of America (LVA) and Laubach Literacy Action (Table 7). Trend data available from the Department of Education on the mobilization of literacy volunteers to assist in the expansion of state adult basic education (ABE) delivery systems show how the number of volunteers has increased over the past several years. Table 8 illustrates that increase; the total number of volunteers in formal ABE programs has increased from 34,513 volunteers in 1985 to 77,684 in 1988. (There is an unknown degree of overlap in the ABE volunteer numbers and the numbers reported by LVA and Laubach, since LVA and Laubach often recruit for ABE programs.)

TABLE 5

TYPES OF ACTIVITIES FOR WHICH PEOPLE VOLUNTEER

Area of Volunteer Activity	Percentage of Volunteers Reporting Assignments in 1987
Arts, culture, and humanities	10.5
Civic, social, and fraternal associations	20.8
Community action	8.1
Education (other than fund raising)	29.0
Fund raising for education	5.3
Fund raising for health	14.2
Fund raising for multipurpose human welfare services	8.6
Health (other than fund raising)	23.6
Informal	41.4
International, foreign	3.6
Political organizations	10.5
Private and community foundations	2.2
Recreation	21.9
Religious organizations	45.4
Social services and welfare	19.8
Work-related organizations	11.3
Other fund raising	8.0
Other	1.5

Note: Total does not equal 100 percent because of multiple responses.

Source: "Giving and Volunteering in the United States." Survey conducted by The Gallup Organization for Independent Sector. 1988 Edition.

TABLE 6

DISTRIBUTION OF VOLUNTEER JOBS* IN MONTH PRIOR TO THE MARCH 1988 SURVEY

Jobs	Percentage	Jobs	Percentage
Aide/assistant to paid employee	6.2	Assistant at nursing home	2.4
Aide to clergy	4.0	Visiting nurse	0.4
Assisting the elderly or handicapped	7.7	Fire or rescue squad volunteer	0.7
Baby-sitting (not part of an organization or group)	5.9	Coach, director, recreational volunteer	3.3
Choir member or director	2.0	Librarian or aide	0.6
Church usher	1.5	Teacher or tutor (not as aide to paid employee)	3.5
Deacon or Deaconess	1.0	Youth group leader or aide	3.3
Parish visitor or missionary	0.9	Community coordinator	1.2
Sunday school or Bible teacher	3.3	Counselor (Big Brother/Big Sister, substance abuse prevention)	0.9
Driver	2.5	Social service counselor	0.6
Fund raising for local organization	5.3	Arts volunteer (theater, arts, and music)	1.6
Board member or trustee	2.3	Usher, guide, or tour leader	0.4
Office personnel, office work, or telephone answering	2.1	Civic or social group spokesperson	1.1
Organization officer (elected or appointed)	1.3	Meeting or convention planner	1.7
Committee member	4.9	Poll taker	0.4
Campaign worker or election day worker	1.6	Other	1.3
Cleaning or janitorial work	1.3	Don't know	32.7
Blood bank or blood donation station	1.2		
		TOTAL	100.0

Note: For the 39 percent of respondents who did volunteer work in the past month.

Source: "Giving and Volunteering in the United States." Survey conducted by The Gallup Organization for Independent Sector. 1988 Edition.

TABLE 7

NUMBER OF VOLUNTEERS INVOLVED IN LITERACY ACTIVITIES, AS REPORTED BY MAJOR LITERACY ORGANIZATION 1987-1988

	Volunteers
Literacy Volunteers Of America[a]	62,680
Laubach Literacy Action[b]	60,000

a Source: 1987/88 Annual Report. Literacy Volunteers of America

b Estimate provided by Laubach Literacy Action official.

TABLE 8

USE OF VOLUNTEERS IN ADULT BASIC EDUCATION, 1985-1988

	Tutors	Support Volunteers[b]	Total No. of Volunteers
1985[a]	27,511	6,902	34,513
1986[a]	22,163	18,132	40,295
1987	28,827	29,040	57,867
1988[a]	47,840	29,006	77,684

Source: Voluntarism in Adult Education. Status Report of Adult Education and Literacy Volunteers, U.S. Department of Education: May 1989.

a Volunteer data from California was not provided in years 1985, 1986 and 1980.

b Supportive roles include administrative, child care, clerical, counselors, recruitment and outreach, teacher aides, and transportation.

D. Demographic Characteristics of Volunteers

The majority of volunteers are middle-aged white women. Data from the 1988 Gallup survey on giving and volunteering in the United States reveal that 53.5 percent of all volunteers are female, and 47 percent male. The largest age group is 35-64 year olds, accounting for 54 percent of all volunteers. Whites constitute 92 percent of the total. Table 9 also presents similar results from another national survey sponsored by J.C. Penney.

Volunteers in programs serving disadvantaged persons are even more likely to be female than the volunteer pool as a whole. VISTA volunteers in 1987, for example, were predominantly female (81 percent). The largest age group represented in the program was the 26-45 year old category (56 percent). VISTA volunteers were predominantly white (71 percent) followed by blacks (23 percent) and Hispanics (6 percent). Close to 70 percent have some college education or are college graduates.[3]

Another federally sponsored ACTION program, the Retired Senior Volunteer Program (RSVP), which provides a variety of services to individuals, youth and organizations in communities, reveal that 77 percent of the volunteers in that program are female and close to half of the RSVP volunteers are in the 70-79 age range. (RSVP volunteers become eligible to participate in the program at age 60). Eighty-three percent of RSVP volunteers are white, 11.4 percent are black, and 3.7 percent are Hispanic. Data from Joint Action in Community Service, Inc. (JACS), which recruits volunteers primarily for Job Corps activities) also reveal that the majority of their volunteers (who work with Job Corps participants) are female (62.4 percent) and 70.2 percent are under 50 years old.

3/ Data on VISTA volunteers are from a sample of projects examined for an evaluation and are not from data reported by the national office. The ACTION Annual Report does not have demographic data on VISTA volunteers.

TABLE 9

Demographic Characteristics
of Volunteers in 1987

	All Adults Gallup[a]	Percentage of Volunteers		Volunteer Rate Gallup[a]
		Gallup[a]	J.C. Penney[b]	
Male	48.4%	47.0%	44%	44%
Female	51.6	53.5	56	47
White	89.0	94.3	N\A	48
Black	11.0	6.8	N\A	28
Hispanic	7.4	1.2	N\A	27
18-24	13.7	12.7	6	42
25-34	23.9	23.7	22	45
35-64	45.5	54.2	54	54
65-74	10.7	11.3	13	48
75+	5.8	3.6	5	29
Married	63.7	70.3	76	50
Single	20.7	18.0	10	40
Sep/Div.	7.8	6.3	14	37
Widowed	7.7	5.3		32

Note: Includes all formal and informal volunteering. Because of rounding percentage figures may sum to greater than 100.

[a]Source: "Giving and Volunteering in the United States." Survey conducted by Gallup Organization for the Independent Sector. 1988 Edition.

[b]Source: "A National Profile: Volunteering." Survey conducted by National Family Opinion Research Inc. sponsored by the J.C. Penney Co., Inc. 1987.

A detailed breakdown of information by demographic category is shown in Table 10. Although the range of average volunteer hours per week is relatively small within demographic categories, there are some differences worth noting. Volunteers in the 65-74 age group donate six volunteer hours on average a week, the highest of any age group. Blacks volunteer almost one more hour per week than whites. Persons with annual household incomes of $20,000 to $29,000 dollars volunteer close to six hours per week. Professionals, managers, sales and service workers, and retirees contribute more volunteer hours than do skilled craft or semi-skilled workers. The average number of hours contributed by volunteers increases as the educational level rises, with persons with some college education contributing the highest average volunteer hours per week. Volunteer hours by region showed a slightly higher average hours for persons in the Western part of the United States than elsewhere in the country. Single-person households contribute more than one hour more than persons coming from larger households. Households with three or more children contribute more volunteer hours per week than those with fewer children.

TABLE 10

AVERAGE HOURS VOLUNTEERED PER WEEK IN 1987
BY DEMOGRAPHIC CHARACTERISTICS OF VOLUNTEERS

	Average Hours Per Week
Age:	
25-34	4.0
35-44	5.3
45-54	5.8
55-64	4.7
65-74	6.0
75+	4.4
18-24	4.3
Sex:	
Male	4.8
Female	4.7
Race:	
White and Other	4.7
Black	5.6
Hispanic	4.5
Household Income:	
Under 10,000	4.4
10,000-19,999	2.6
20,000-29,999	5.9
30,000-39,999	4.6
40,000-49,999	3.8
50,000-74,999	4.9
75,000-99,999	4.5
100,000+	4.4
Occupation:	
Professional	5.3
Manager/Executive	5.0
Business or Farm Owner	-
Skilled Trade or Craft	3.2
Semiskilled Worker, laborer or farm laborer	4.2
Clerical or Office Worker	3.2
Sales Worker	5.8
Service Worker	5.8
Retired	5.8
Full time student	-
Housewife	5.0
Education:	
Elementary	3.6
Some High School	3.4
H.S. Graduate	4.5
Technical, trade, or Business School	4.9
Some College	5.7
College Graduate	4.8
Marital Status:	
Married	5.0
Single	5.1
Divorced or separated	4.2
Widowed	4.5
Region:	
East	4.8
Midwest	4.5
South	4.7
West	5.3
Kind of Community:	
Rural	4.8
Central City	4.5
Suburban	4.8
Employment Status:	
Self-employed, full-time	4.7
Self-employed part-time	6.4
Work for someone else, full time	4.4
Work for someone else, part time	5.7
Unemployed	4.7
Household Size	
One	5.8
Two	4.4
Three	4.6
Four or more	4.7
Children Under 18 in Household	
None	4.6
One	4.9
Two	4.7
Three or more	5.3

Source: "Giving and Volunteering in the United States." Survey conducted by The Gallup Organization for Independent Sector. 1988 Edition.
Includes all formal and informal volunteering.

III. EXPERIENCE OF PROGRAMS USING VOLUNTEERS

Summary: Tutoring is the most common employment-related activity performed by volunteers; over 100,000 persons served as tutors through the three largest literacy programs in 1988. Mentoring for youth is becoming more prevalent, in part because of the recognition that disadvantaged, especially minority, youth benefit from relationships with adults who serve as positive role models. Volunteers from the business sector are more directly involved with JTPA by providing assistance on specific projects such as computerization or media and public relations campaigns.

Although broad-based outreach produces many persons willing to volunteer, more persons contacted during this study feel that targeted outreach, especially to businesses, unions, and community and professional organizations produce volunteers who are likely to be more "effective." Unfortunately, though, there is little empirical evidence of the effectiveness of volunteers. At the same time, using volunteers can require a substantial investment, in cash or in time, by the sponsoring organization. Major costs can be associated with outreach, monitoring performance, training and supervision.

The major barrier to using volunteers is a concern that unpaid volunteers do not substitute for paid employees. For this reason, SDAs who use volunteers have done so for specific projects rather than for general program support.

This section summarizes several issues related to the use of volunteers in employment-related programs, based on a literature review and discussions with representatives of selected agencies and organizations. In addition to the JTPA experience itself, the experiences of a variety of other "employment-related" programs or activities are included that are broadly applicable to JTPA. Employment-related is defined to include employment, training, education and human service programs or activities as well as activities undertaken through the workplace. The issues addressed are: (1) types of service, (2) sources of volunteers, (3) recruiting methods, and (4) assessment of effectiveness, costs, and possible barriers.

A. Types of Service

The types of volunteer service that are most relevant for JTPA are literacy tutoring, service as mentors, and administrative and/or program assistance. Each is described briefly in turn.

Literacy Tutors

Experience to date suggests that many JTPA participants might be served by volunteer tutors through service contractors that use volunteers, including the public adult basic education (ABE) programs.

Literacy Volunteers of America (LVA) and Laubach Literacy Action are two large national literacy organizations that have state and local affiliates who train tutors. Each organization reports having about 60,000 volunteers. The U.S. Department of Education's Project Literacy U.S. (PLUS) campaign involves massive media outreach for literacy tutors to work with the ABE programs. The Department reports that in 1988 there were about 80,000 PLUS volunteers. (Two-thirds of these were tutors, the rest performed support activities such as clerical work, administration and child care) Both LVA and Laubach are involved with PLUS in recruiting and training volunteers, implying some duplication in these figures. These estimates indicate that upwards of 120,000 (unduplicated) volunteer tutors are affiliated with these three programs, working with about 150,000 students each year. (LVA, 1987-88; U.S. Department of Education, May 1989)

Another program using volunteers to promote literacy is the Literacy Volunteer Corps run by VISTA. VISTA is a program under the administrative responsibility of ACTION, an independent federal agency. (ACTION, 1988) VISTA volunteers receive a small stipend (less than the minimum wage) and work on specific projects in local sponsoring

community agencies. Over 300 of the 2850 VISTA volunteers are members of the Literacy Volunteer Corps. They set up local literacy councils and recruit unpaid volunteer tutors.

In recent years public officials, the media and various organizations have encouraged individuals to volunteer as literacy tutors. Many states and cities have launched massive public media campaigns to encourage citizens to become literacy tutors. The public response to the call for action has been high, but as yet there are no data on the characteristics of tutors or their students or on the effectiveness of tutors (discussed further below).

Mentors

Use of mentors in employment-related programs for youth and teen parents is increasing. In large part this emphasis reflects concern from all sectors that adults should become more involved as role models for young people, especially for economically disadvantaged minority youth. The concept of mentorship is not new; the Big Brother/Big Sister program is based on mentoring and most other youth organizations include a strong role for mentors (e.g., coaches, Scout leaders). In employment programs the objective of mentoring goes beyond simply serving as stable adult role models to include career-oriented guidance; and in employment programs for young parents mentors also serve as models for balancing parenting and work.

A recent increase in youth mentoring is occurring through groups of professional black males in many cities. Black fraternities and local groups of concerned citizens have formed networks, formally or informally, to urge their counterparts to become involved with black youth. Some have set up programs within the public school system (e.g., Washington, D.C. Cities in Schools, Atlanta's Project SUCCESS). Others have established non-profit organizations (e.g., Hundred Black Men of Atlanta). The general objectives of these mentoring programs are to "keep poor minority youth in school," and "help them make

the transition from school to the labor market." The Joint Center for Political Studies is maintaining a clearinghouse of information on such efforts and has sponsored workshops to encourage communication and networking. There are other many examples of employment and training programs that use mentoring, a few of which are noted here.

- Many businesses that participate in the Summer Youth Employment Program (SYEP) assign employees as mentors to youth assigned to their companies.
- In Project Redirection community mentors, generally older women, were assigned to the teen parent participants to serve as positive role models for parenting. MDRC's current JOBSTART (for 17-21 year olds with low reading) and New Chance (for teenage mother) programs also incorporate mentors into the overall services provided.
- The DOL-ETA Teen Parent Employability Development demonstration programs in Savannah, Tucson and Camden have mentors for participants. In Savannah, former participants who have gone on to college serve as mentors, as do professional and business women active in a black service sorority. In Tucson, there are two types of career mentors: individual mentors from a particular occupation or profession who work with participants who are interested in that career, and exploratory mentors who work with participants trying to decide on a career goal. (Cohen, et al., 1988)
- For the Job Corps, Joint Action in Community Service (JACS) and Women in Community Service (WICS) provide volunteers who serve as mentors once participants complete the program, in addition to recruiting possible Corps members and intervening with Job Corps dropouts. (Weiner, 1986)
- During the summer of 1989, Boston launched the Boston Youth Campaign to recruit volunteers to serve as career-oriented mentors for SYEP participants. Over 5000 volunteers were recruited as mentors for 7000 youth this summer.
- Through the Education-Partnership Compact, the National Alliance of Business (NAB) encourages adopt-a-school programs and release time for employees to do mentoring.
- Many local programs (e.g., Seattle) benefit from professionals who volunteer to make presentations during client orientation or job club sessions.
- The West Philadelphia Improvement Corps (WEPIC) is a special youth project (using a combination of JTPA IIA funds, a special state grant and foundation grants) in which retired carpenters who volunteer to work with, train and supervise minority youth on restoration and landscaping projects.

- In Massachusetts, retired union members from the International Brotherhood of Electrical Workers Union served as mentors in a multi-service program training participants for electrical occupations.

Administrative/Programmatic Assistance

An underlying premise of JTPA is to encourage private sector involvement in public training programs, and Private Industry Council (PIC) members themselves are volunteers. Informal discussions with administrators of seven SDAs indicate that volunteers are involved in a range of administrative activities and that SDAs vary widely in their use of volunteers. Staff functions do not appear to be a particularly suitable vehicle for volunteer use, but there appears to be a rather important role in JTPA for the business community working on specific projects.

Volunteers for Staff Functions. Many SDAs probably use senior citizen volunteers, who can be recruited through local councils on aging, to work in offices and perform clerical work, mailing, or writing letters. However, the number of office volunteers is generally limited for many reasons (as discussed below), including concerns about job substitution, supervisory costs, and turnover. A 1985 proposal developed by the director of JACS suggested a model for regular JTPA programs where volunteers would serve as mentors as well as participating in client counseling, job development, and job search assistance (Nicastro, 1985). There is no evidence that this proposal was seriously considered, though, presumably because of concerns about displacement of regular JTPA staff.

Volunteers from the Business Community. Many PIC members identify other business volunteers for special projects, and many volunteer their own employees. Numerous examples were provided by SDAs that have benefited from the voluntary involvement of business people:

- Many SDAs have received donations of equipment from businesses for training programs; private companies have also allowed their facilities to be used for training after regular working hours.

- In the Boston youth service corps, called City Year, business people commit to have their employees serve as mentors and tutors. (City Year is funded totally with private funds; business people sign on with corporate sponsorship of teens, and both money and time commitment.

- Several SDAs have used business volunteers to help with computerization, such as developing or refining tracking systems or management information systems.

- Some business volunteers have helped SDAs set up marketing and public relations campaigns (Houston, Bridgeport CT, Philadelphia Youth Service Corps) and have helped organize and publicize special functions (Philadelphia PIC).

- Retired executives are available to advise individuals interested in starting their own businesses.

The Philadelphia JTPA program provides an example of an SDA that actively uses volunteers from the business and professional sector for specific projects. The Philadelphia PIC staff and director view volunteers from the business sector as important sources of expertise and talent to supplement regular staff. The general process has two steps. This first step is to identify a specific need--such as helping to organize an upcoming event or provide technical advise on computerization. The second is to seek out a volunteer (either through members or through personal contacts within the community) who has the appropriate qualifications. The recruited volunteers are told how much time and effort might be required, given specific start and end dates, and clear objectives.

B. Sources of Volunteers

Most people volunteer as a result of a personal request to do so, often through organizations with which they are affiliated (especially religious organizations). A national survey sponsored by J.C. Penney in 1987, for example, found that religion, education, and youth organizations are the areas in which people are most interested in volunteering. That survey found that about half of all volunteers are employed full-time outside the home

and that those persons whose employers encourage employees to volunteer for community activities are twice as likely to volunteer as other employed persons (VOLUNTEER, 1987). The primary reason people do not volunteer is because of concern that they would not have enough time to do the job effectively.

This evidence about why people volunteer, combined with the prior discussion about the role of volunteers in employment and training, suggests that perhaps two of the most important sources of volunteers for JTPA-type programs are (1) the business community or workplace, and (2) community organizations. A third source of volunteers involves broad-based marketing and media solicitation, exemplified by the recent literacy campaigns produced by VOLUNTEER. VOLUNTEER is a national organization that promotes volunteering in the workplace by networking 350 local Volunteer Centers, encouraging corporate-sponsored volunteering, publishing a magazine, organizing national conferences, and providing technical assistance to local centers that attempt to link volunteers with voluntary activities.

Business Volunteers

Businesses are a major source of volunteers for the entire range of human, community and nonprofit services, according to the authors of A New Competitive Edge (Vizza, et al., 1986). They indicate that in 1985 over 600 major corporations sponsored structured activities to involve employees in voluntary community service. Businesses are a major source of volunteers for the entire range of human, community and nonprofit services. "Doing so is not only the morally correct position for corporations but also one that will help strengthen their workforce." (p. 3) The workforce is strengthened by (1) enriching and broadening the volunteers themselves, (2) bettering society as a whole while enhancing the lives and conditions of those benefiting from the voluntary activities, and (3) improving business-community relations.

Some of the ways that businesses encourage volunteer activity include: company newsletters and announcements about volunteer opportunities, employer (or union) "volunteer fairs," awards for "outstanding community volunteer of the year," and corporate policies that allow employees to take "release time" for volunteering. This last policy may be particularly important, given that lack of time is the main reason people do not volunteer.

Although workplace voluntarism is high, the authors note that corporate programs tend to involve low-risk, and therefore low-impact, activities. The most common business volunteer activities consist of sponsoring youth organizations or cultural activities. (p.5) Evidence suggests that business volunteer efforts generally do not deal with serious local problems.

One of the oldest local business/professional volunteer organizations in the nation is Leadership, Inc., in Philadelphia, which helps match volunteers with organizations seeking volunteers. Leadership, Inc., recruits about 55 young potential volunteer "leaders" from the professional community each year and trains them through a series of monthly meetings over a ten-month period. Over 450 businesses and organizations in Philadelphia have sponsored Leadership participants since the program was founded in 1959. The business sponsors pay $150 toward the cost of the training. The Philadelphia PIC director is a board member of Leadership, Inc., and at times has used the services of some of the alumni "leaders".

According to one survey, one of the most common sources of business volunteers for JTPA is through individual networking by PIC/SDA directors, PIC members and their personal contacts in the community. Even in Philadelphia where the voluntary sector is relatively strong, the PIC director is more likely to depend on his personal contacts to recruit a volunteer from the business sector than he is to go through a formal volunteer network.

Community Organization Volunteers

The Gallup survey indicates that about 40 percent of all volunteers get involved in the voluntary activity through an organization with which they are affiliated. There is no information on what types of organizations are most likely to produce volunteers. But religious groups and churches are clearly a primary source of community volunteers, as are service and fraternal organizations and labor unions. The two organizations that provide the majority of volunteers for Job Corps, WICS, and JACS were founded by coalitions of religious groups interested in coordinating community service.

Labor unions also encourage members, especially retired members, to perform some type of community service. AFL-CIO officials emphasize that unions are not opposed to voluntary activity; they are opposed to the displacement of regular workers. Indeed, unions strongly encourage members to contribute time to community, social and cultural activities.

Academic organizations like fraternities and sororities, and college students themselves are viewed as a valuable source of community volunteers. VISTA's national recruitment efforts focus heavily on college campuses. Networking across national sororities and fraternities could prove to be useful for identifying mentors (e.g., a black service sorority is active in providing mentors for young minority females Savannah Teen Parent Employability Development Program).

C. Methods of Recruitment

The most visible method for recruiting volunteers involves widespread marketing campaigns through the public media. The literacy initiatives of the 1980s have recruited tens, perhaps hundreds, of thousands of literacy tutors. Similarly, the Boston Mayor's Initiative recruited 5000 volunteer mentors in three months to work with Summer Youth

participants in 1989. There is no question that when the public is asked to volunteer the response is great.

The literacy initiatives represent a major nationwide media recruitment campaign and the Boston Initiative is an example of local mass outreach. Every city agency designated a volunteer coordinator who was responsible for recruiting volunteers on their own time after hours. Volunteer sign-up booths were set up in lobbies of buildings, shopping centers and schools. Mailings and newsletters were distributed widely and radio and TV spots made regular announcements. City officials expected to get mostly retirees, but got many younger persons, parents, professionals, and college students. At first the campaign was not attracting many minorities, but increased outreach to specific neighborhoods, using community-based organizations, did bring in many minority volunteers. The result was that the 5000 mentors represent a very diverse group of individuals.

A related issue mentioned by many persons involved with volunteers concerns the importance of developing a pool of potential community volunteers for the future. Three examples of methods for expanding the future sources of volunteers are illustrative.

The first is VISTA. One goal of VISTA is to recruit a cadre of part-time volunteers in the communities where the paid volunteers serve. The part-time volunteers are recruited locally, trained and encouraged to continue in voluntary community service. Thousands of persons have committed to VISTA projects.

The second is a major effort in Pennsylvania called PENNSERVE. This program uses one million dollars a year in state money to promote community service. PENNSERVE has four components: (1) grants to elementary and secondary schools to integrate community service into the regular education program (e.g., offering course credit for a certain number of volunteer hours); (2) summer youth service corps (which links JTPA SYEP funds with PENNSERVE funds in 16 of 28 SDAs); (3) funds to colleges to develop credit courses on campus to train college students to function as literacy tutors or to work

on literacy issues in some other way; and (4) advocacy activity to promote and encourage service for volunteers of all ages.

The third example is the youth services corps. A long-term objective of proponents of youth service corps is to "promulgate community service learning as an integral part of school" (as in PENNSERVE), to promote community service for volunteers of all ages. Advocates view the youth service corps as a way to increase the potential pool of adult volunteers in the future and to encourage corps participants to continue service to the community as adults. No studies or statistics are yet available on whether youth service corps members become adult volunteers.

Recruitment efforts can be national in scope, local, or a combination of the two. National recruitment is appropriate for programs where the volunteers will be relocated (e.g., the Peace Corps). For situations where the volunteers will be expected to work on a part-time basis, recruiting can be local or a combination of national and local.

Job Corps provides an example of a program that relies on a combination of national and local recruiting for volunteers. The Job Corps has contracts with Women in Community Service (WICS) and Joint Action in Community Service (JACS) to provide post-program counseling through volunteers. The national organizations establish general procedures for recruiting and training, and the recruitment and training takes place at the local level. Many literacy volunteer organizations are organized in a similar manner--a national organization sets overall policy and direction, and state and local affiliates do the actual recruitment and training of volunteers.

ACTION has found that national recruiting is more costly than local recruiting, but they also found that national recruiting results in more educated and experienced volunteers. Thus, decisions on the level of recruiting should be made in conjunction with decisions about the qualifications needed for the volunteers.

If a national organization is used to conduct or coordinate recruiting and training, the costs must be paid for either by local organizations or through a national contract. The utility of having a national organization for coordinating volunteers depends on the extent to which volunteers will be used in local programs, the uniformity of the characteristics of the volunteers to be recruited, and their roles across SDAs. In the case of JTPA programs, funding a national organization would only be prudent if the Department of Labor wished to establish a comprehensive, uniform volunteer system for the programs. At least one SDA director felt that DOL should not get involved in organizing volunteers from the business sector since local PIC directors and members are in the best position to recruit in that area.

D. Assessment of Volunteer Experience

There is general agreement that voluntary activity can prove to be a valuable resource for employment and training programs, although there are virtually no data about the effectiveness of volunteers. Several insights were provided by the experts consulted.

Guidelines for Volunteers

First and most important, the program must be clear about the assignment volunteers are given, the time commitment expected, and the desired outcomes, if volunteers are to be effective. All types of SDAs--large, small, urban, rural--emphasized the need to have a clear targeted role if volunteers are used.

The second is to understand that it is more difficult to control the activity and priorities of volunteers than of workers in the regular labor force. This makes it difficult to assure conformity to programmatic goals which is important if performance standards are to be maintained. An example of this difficulty is provided by WICS, which shifted the role of its volunteers in Job Corps when it became harder to reach program goals: WICS

now uses regular paid staff more and volunteers less. "Volunteers want to do things their own way."

Third, although mass media recruitment campaigns result in large numbers of volunteers, there is some controversy about how useful such outreach efforts are. One PIC director expressed concern that doing broad-based mass recruitment does produce "legions of volunteers," but that many have "nothing else do to" and the program becomes an "adult babysitter." "Maybe 1 out of 10 will be effective."

Fourth, individual volunteer tutors may not be the major solution to the educational problems today. The only evidence on this is provided by Berlin and Duhl (1985), who suggest that tutors are particularly effective with nonreaders who benefit from the informal one-on-one approach. But they caution that there are actually very few nonreaders in the United States; the nation's education problem is not illiteracy per se, but low competency. The most serious need is to provide remedial instruction to the growing number of adults who read at the 4th-7th grade levels; and this group needs professional educators.

Fifth, the rhetoric of increasing volunteers is sometimes used to avoid expanding paid staff. Staff and volunteers are not viewed by SDAs as being substitutable. Some fear that new interest in volunteers is synonymous with the budget cuts in the early 1980s that were accompanied by calls for private action.

Finally, as discussed in more detail in the following section, it is not realistic to depend on volunteers in offices or as aides to regular staff. Regular program operations need personnel with sustained attention (not just a few hours a week or month), supervision is costly, and costs increase if more than one person is in one position.

Cost Considerations

Although it may appear that the use of unpaid volunteers can provide benefits at little or no cost, the experience of organizations using volunteers indicates that volunteers can

require a substantial investment, in cash or in time, by the sponsoring organization. The cost of outreach and recruitment of volunteers will be discussed first. This will be followed by a discussion of the costs of their training and supervision.

Outreach and Recruitment. Outreach and recruitment costs vary by the types of volunteers being recruited, the geography of the recruitment area, the use of existing service agencies and organizations, and the demands made of the volunteers.

The more selective an organization is regarding the characteristics of volunteers it wishes to use, the higher the recruiting costs are likely to be. For example, a decision to restrict its volunteer pool to individuals with a college degree will eliminate a large portion of the potential pool of volunteers. The outreach efforts required will be greater, and additional screening costs will be incurred.

Thus, care must be taken in setting the requirements for the volunteers to avoid requiring unnecessary qualifications. The specific requirements will be a function of the type of work the volunteers will perform. For light office work, volunteers of any age are suitable so long as they have an acceptable level of reading skills. For youth mentoring programs, organizations may wish to recruit volunteers with a stable background who have achieved a certain amount of success in life. Adults, on the other hand, often require mentors and counselors with greater skills and knowledge, and many of the individuals we have spoken with indicated that it is difficult or impossible to find appropriate volunteers to serve as mentors for adults.

It should be noted that even if the volunteer work to be performed does not require any special skills or characteristics, it may be sensible to recruit volunteers from specific groups. For example, a higher proportion of retired people may be willing to volunteer and organizations may be available to assist in recruiting the elderly. In such a situation, it

may be appropriate to rely on retired volunteers even though there is no reason from a programmatic view to concentrate on such volunteers.

As would be expected, outreach and recruiting costs depend on geography. These activities are less expensive in urban than rural areas, because it is easier to make outreach efforts and bring the potential volunteers together for screening and training. In addition, organizations we contacted stated that economies of scale can be achieved in larger areas (if the intent is to recruit large numbers of persons), because more potential volunteers can be screened and trained at the same time.

The costs of recruiting volunteers can sometimes be reduced by relying on existing agencies and organizations that have already developed mechanisms and procedures for recruiting volunteers. Several SDAs noted that they made use of local literacy volunteer organizations for recruiting tutors, agencies for the elderly to recruit older volunteers, and local business groups that network to recruit professional volunteers.

If other organizations are used to recruit, screen, or train volunteers for JTPA programs, care should be taken so that the agencies understand the special requirements of JTPA. Because of performance standards and state and local priorities, the characteristics and duties of volunteers for a JTPA program may differ from those of a volunteer in another program. For example, an SDA may wish to target a basic skills program to bring participants up to an eighth grade reading level, but a literacy organization may be oriented more toward the achievement of a GED. Also, the characteristics of JTPA participants (e.g., age and background) may differ from those typically encountered by the organization.

Changes in the structure of the U.S. population and labor force have affected not only the types of individuals willing to perform volunteer work but also the conditions under which they will volunteer. The increased labor force participation by women and other changes have resulted in a pool of potential volunteers that is generally only willing to

work a few hours per week. The implication is that JTPA programs can expect to incur greater costs if they wish to recruit volunteers to work a substantial number of hours per week.

Although the extra recruiting costs might be compensated by reduced training costs, most of the organizations we consulted indicated that it is better to tailor the volunteer work to the desires of the potential volunteers rather than try to choose volunteers simply because they are willing to devote a substantial amount of time to the activity. Several organizations we spoke with indicated that they have decided to replace volunteers with paid staff in positions that require substantial long-term participation.

Training and Supervision

Like all workers, volunteers must be trained and supervised. As would be expected, the amount of time required for these activities varies by the characteristics of the volunteers and their duties.

Training costs for volunteers depend largely on the nature of the work to be performed. Volunteers who perform light clerical tasks such as filing and stuffing envelopes may require no formal training. However, tutors must be trained on how to conduct the tutoring and what to do when problems arise. Mentors must know how to relate to the participants and refer them to specialists when necessary.

For activities such as tutoring and mentoring, training provided generally ranges from four to 18 hours. In addition to training volunteers, it is also necessary to "train the trainers." We were unable to obtain precise estimates of training costs because the organizations we contacted often do not maintain records to identify these costs. However, the estimates go as high as $800 per volunteer including outreach, recruiting, screening and training costs.

Like paid employees, volunteers must be monitored and supervised. Supervision is generally more intensive and costly during the first month the volunteer is on the job. In activities with a measurable outcome, such as literacy, the effectiveness of volunteers can be measured by gains on standardized tests. It is more difficult to monitor the effectiveness of activities such as mentoring where the outcomes are less well defined. In both types of activities, the volunteers can be observed while they interact with participants or the participants and volunteers can be periodically interviewed to make sure that the desired activities take place.

Possible Barriers to the Use of Volunteers

Organizations wishing to use volunteers may face institutional and legal barriers. In some cases these barriers may be overcome by spending more money, but in other cases it may be necessary to adjust the role of the volunteers. Some of the most common barriers encountered by organizations we contacted include employee concern about displacement of other employees by the volunteers, liability concerns, and legal constraints.

Job Displacement. One potential problem with the use of volunteers is a concern by paid employees that the volunteers will be used to substitute for paid labor. Organizations with collective bargaining agreements must take special care to be sure that positions in the bargaining unit are filled according to provisions that may be in the agreement.

Representatives of organized labor informed us that unions are not against the use of volunteers, and many unions encourage retired members to perform volunteer work. If an organization with a union wishes to use volunteers, the union should be consulted to assure that the volunteer positions do not displace paid workers. Displacement is not likely to be a problem for volunteers serving as mentors or tutors, but a problem may arise for volunteers who perform clerical work if such positions are in the bargaining unit. Even if workers in an organization are not represented by a union, the paid employees are likely to

be very concerned if they believe that they are being replaced by unpaid volunteers. Thus, organizations should be sensitive to the concerns of their paid workers before adding volunteers. So long as care is taken to clearly define the volunteer jobs so that the current work force is not displaced, the paid workers are not likely to object.

Liability. When volunteers act under the auspices of an organization, the organization may be liable for any harm to or caused by the volunteers. Potential areas of concern include injuries to the volunteers in the course of performing their duties and law suits filed against the organization because of actions taken by the volunteers while serving as volunteers. Organizations considering using volunteers should consult with attorneys to determine their responsibility in such instances and ways of limiting potential liability. Specific issues that should be addressed include coverage under workers compensation for the volunteers and making sure that any insurance policies cover the actions of volunteers as well as paid employees.

Legal Constraints. Our research did not reveal many instances of special legal problems brought about by the use of volunteers. One individual noted that in a work experience program for older workers, some participants sought to perform additional unpaid work at the same site. This led to concern that the additional time was covered by provisions of the Fair Labor Standards Act relating to overtime, so the work experience participants were asked to not perform any volunteer work for different organizations. A second example involved the use of volunteers to staff a child drop-off center so that participants could leave their children for short periods while they went to job interviews or participated in similar activities. The program was advised that the drop-off center was classified as a child care center, and the arrangement was terminated because of problems in obtaining a license to operate the center. This latter example illustrates that activities undertaken by volunteers are subject to the same legal requirements as any of an

organization's other activities. Thus, the same care should be exercised in establishing activities using volunteers as with paid employees.

IV. POLICY RECOMMENDATIONS

We divide our recommendations into two categories: short- and longer-term recommendations.

Short-Term Recommendations

1. **Consider whether DOL should have an active policy on volunteers such as developing a new program or initiative to recruit volunteers.** It may be more important to encourage local SDAs to use volunteers intelligently by providing them with information about effective program models that involve volunteers and by minimizing bureaucratic (and fiscal) constraints to using volunteers.

2. **Clarify whether JTPA funds can be used for training career mentors.** We received mixed information from SDAs about whether the costs associated with maintaining mentors for youth are allowable under JTPA and whether they fall under training or administrative cost categories. If DOL specifically states that JTPA funds can be used, more SDAs might consider the role of mentors.

3. **Encourage volunteering by business people (and retired business and union people)** in JTPA, both for special projects and as mentors for youth.

4. **Consider ways to increase minority professionals as career mentors for youth.** A first step might be to confer with black representatives of business and professional organizations, church groups, academia, and Concerned Black Men's organizations.

Longer-Term Recommendations

1. There is a serious lack of information about the effectiveness of volunteers. **Consider systematic studies to fill the knowledge gap, such as**

- o Comparing the effectiveness of remedial education using volunteer tutors, workplace literacy programs and other approaches (e.g., traditional education or computer-assisted learning);
- o Identifying exemplary approaches to using career-oriented mentors;
- o Examining the characteristics of volunteers and the recipients of volunteer activities;
- o Examining the extent to which youth who are served by volunteers (e.g., in Job Corps, SYEP or youth corps) become adult volunteers;
- o Comparing the client outcomes of youth in programs with mentors and without mentors.

2. **Support policies to increase the future pool of volunteers who can serve in employment-related fields**. One objective of the community service corps proposals is to encourage volunteer service of citizens of all ages. The National Governors Association issued a statement in the summer of 1989 in support of federal policies and support for programs designed to increase the level of community service for citizens of all ages, in order "to fortify the grassroots effort" that has developed to network volunteers. The NGA statement proposes, among other things, a national independent entity that would receive federal and private funds to collect and disseminate information, encourage volunteering, provide technical assistance and publicize exemplary programs and individuals.

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APPENDIX

DISCUSSANTS

Discussions were held with the following individuals:

Ann Able
Vermillion County, Illinois (SDA #18)

John Briscoe
Special Assistant to the
Pennsylvania Secretary of Education

Bobby Early
S.W. Wisconsin SDA

Ruth Henson
Women in Community Service

Martin Jensen
National Job Training Partnership

Robert Knight
National Association of Private Industry Councils

David Lacey
Director
Philadelphia Private Industry Council

Ted Landsmark
Director, Mayor's Office of Jobs and
Community Service (Boston SDA)

Diane London
Chief,
VISTA Branch, ACTION

Katherine McFate
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Paul Mayrand
Employment and Training Administration

Jerry McNeil
National Association of Counties

Gary Moore
National Alliance of Business

Jane McDonald Pines
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Frank Slobig
Youth Service America

Kevin Smith
Literacy Volunteers of New York State

Ralph Smith
Congressional Budget Office

Sandra Sweeney
American Association of Retired Persons

Harvey Wise
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Linda Wollashansky
Kankakee County, Illinois SDA